



Integrating refugees in the Norwegian labour market

Anne Britt Djuve, November 16th, 2017, Oslo

The Norwegian Introductory Programme (NIP)

Who

- Newly arrived refugees and their families
- 18-55 years old
- In need of basic qualification
- 27.000 participants in 2017

What

- Full day qualification program, 2 years (3)
- ...a modest benefit tied to participation in set activities
- No fixed curriculum other than at least some language training and work-oriented activities – and programmes need to be sketched out in cooperation with participants
- Typical content: language classes, on-the-job training, language oriented on-the-job training, courses
- Municipal responsibility to provide a program – much autonomy in implementation

How effective are the main measures?

- Employment oriented on-the-job training
- Language oriented on-the-job training
- Language training
- User involvement

Data

Register data, individual level

- Three cohorts of participants: 2007, 2009 and 2011
- Demographic information
- Municipal information
- Outcomes in terms of transition to regular education, employment (part time/full time), the passing of language tests etc. → 2015/2016

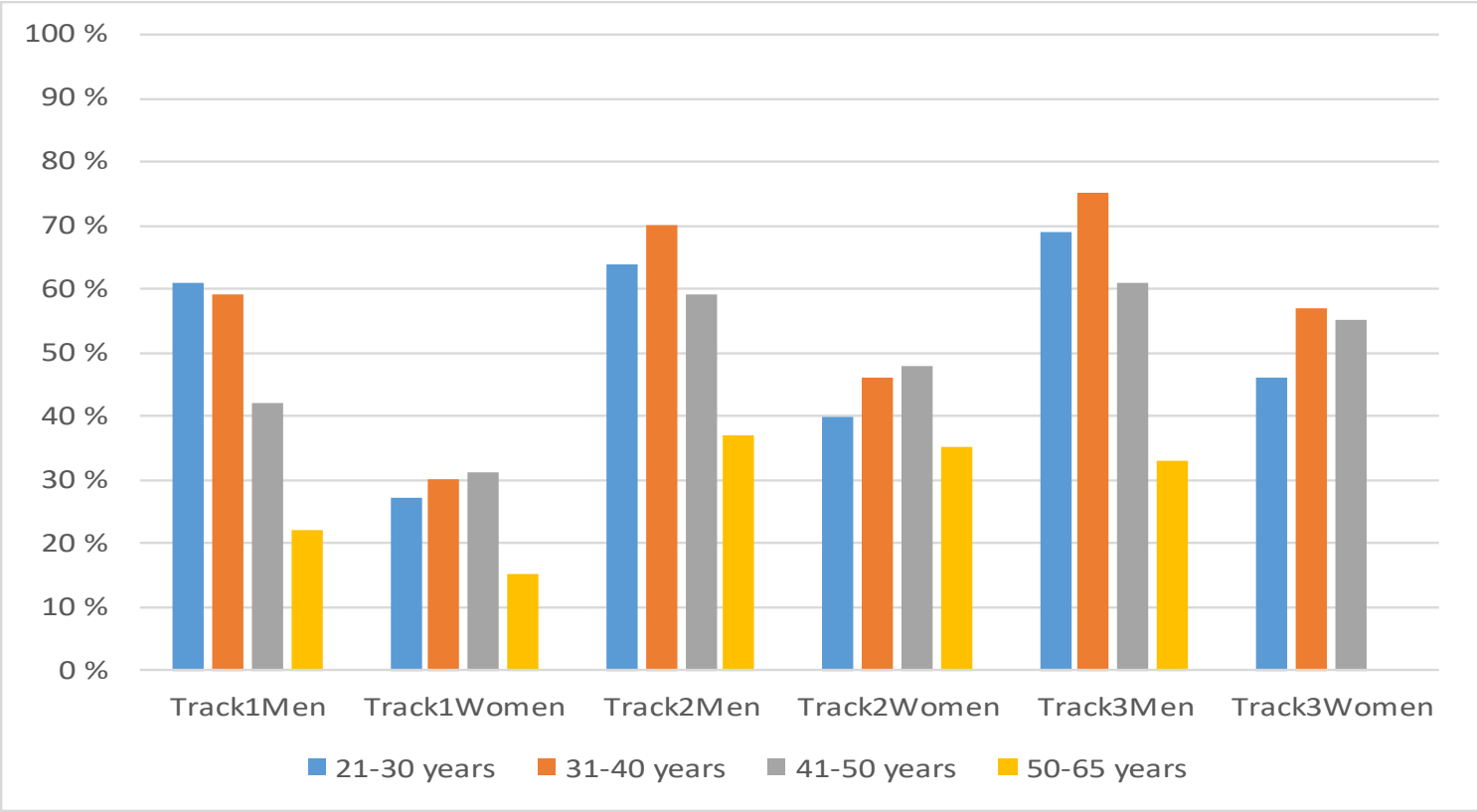
Four municipal surveys

- NIP Program managers (62 % response rate)
- NIP Caseworkers (66 % response rate)
- Language school managers (58 % response rate)
- Language teachers (46 % response rate)

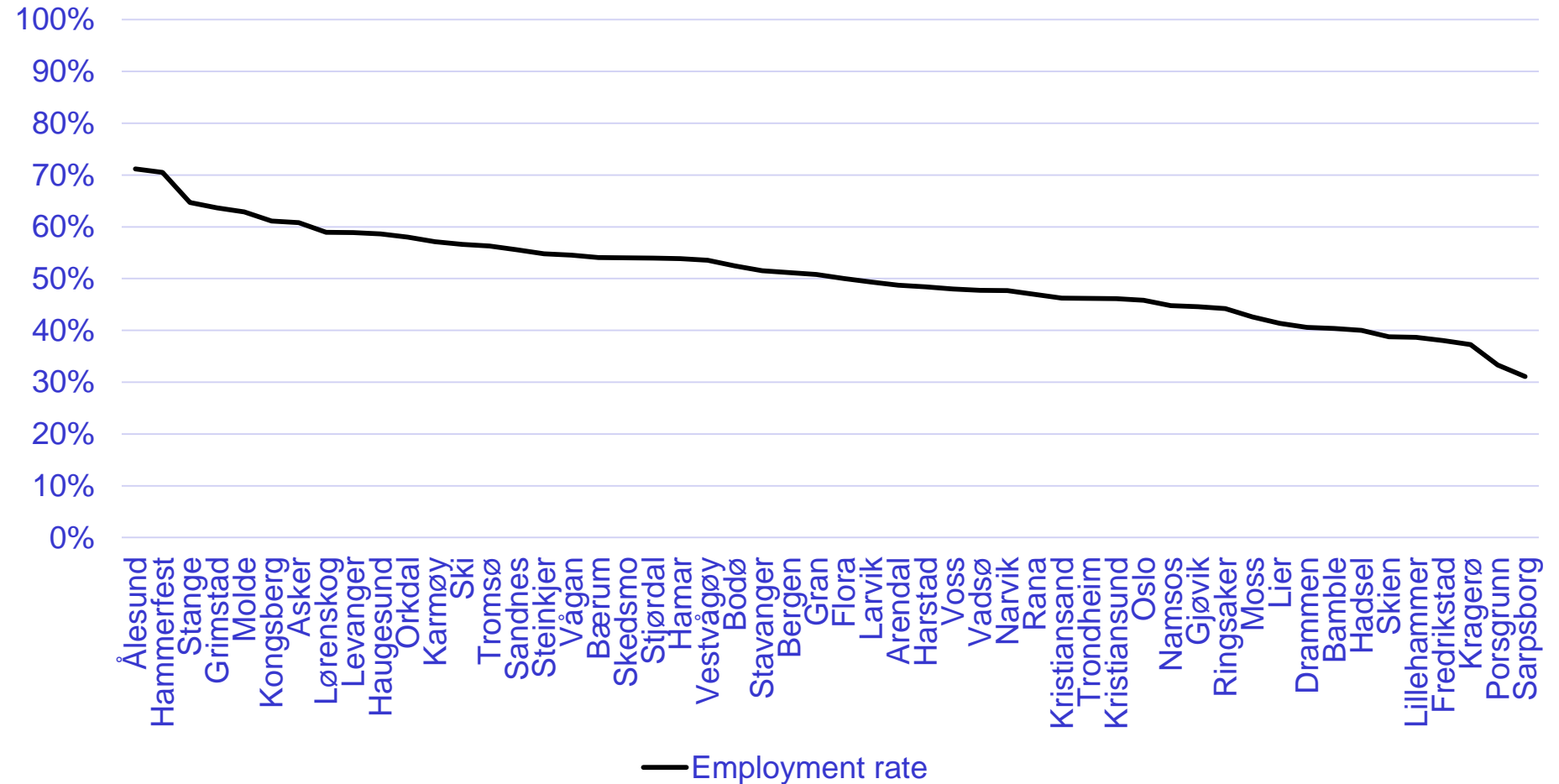
Methods

- On the job training:
 - Exploit municipal variation in the use of the measures
 - Benchmarking of results
- Language training:
 - Do those who pass language tests fare better in the labour market?
 - Are some ways of organizing training more effective than others?
- User autonomy: influence on program measures

Outcome: Employment four years after NIP enrolment, by age, gender and 'track'



Employment rates by municipality, four year after NIP enrolment

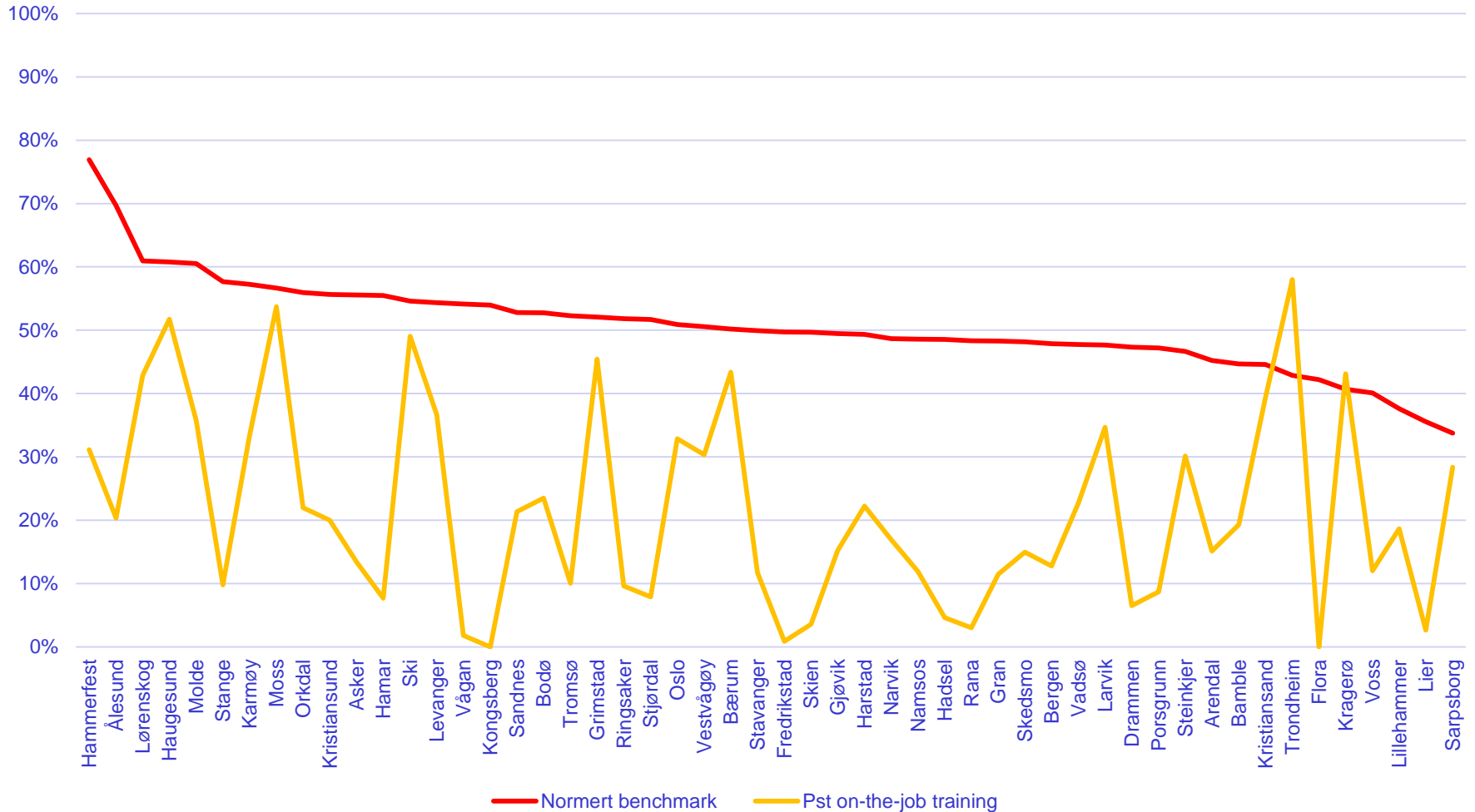


Employment rates by municipality – unadjusted and adjusted for individual and municipal characteristics

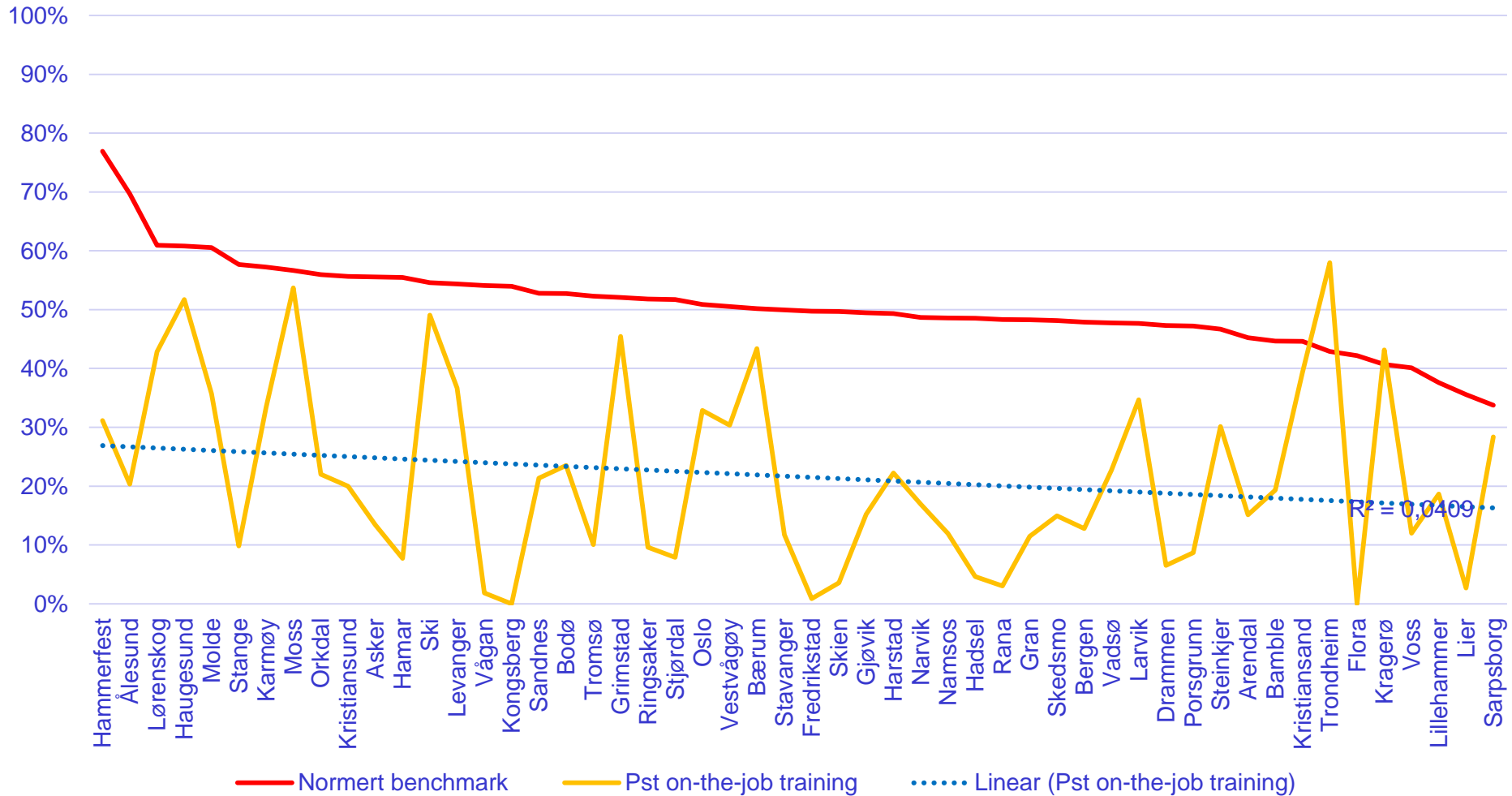


	B	Sig.
Woman	-,658	,000
Age 20-30 (ref 50+)	1,418	,000
Age 30-40	1,493	,000
Age 40-50	,978	,000
Norwegian language track 1 (ref: 2 & not registered)	-,402	,000
Norwegian language track 3 (ref: 2 & not registered)	,203	,079
Primary school	,089	,309
Upper secondary school	,369	,001
University/University college	,217	,049
Eritrea	,614	,000
Somalia	-,698	,000
Afghanistan	,184	,061
Iraq	-,381	,000
Palestine	-,585	,000
Married (2014) (ref: not married)	,293	,000
Female*number of children after 2011	-,631	,000
Number of children under 18	-,393	,000
Number of children after 2011	,517	,000
Child abroad	-,211	,022
Year of arrival in Norway	-,074	,000
Rural/urban municipality	-,197	,005
Number of relocations between municipalitties	,074	,000
Municipal unemployment level 2014	-,180	,000
Constant	147,514	,000

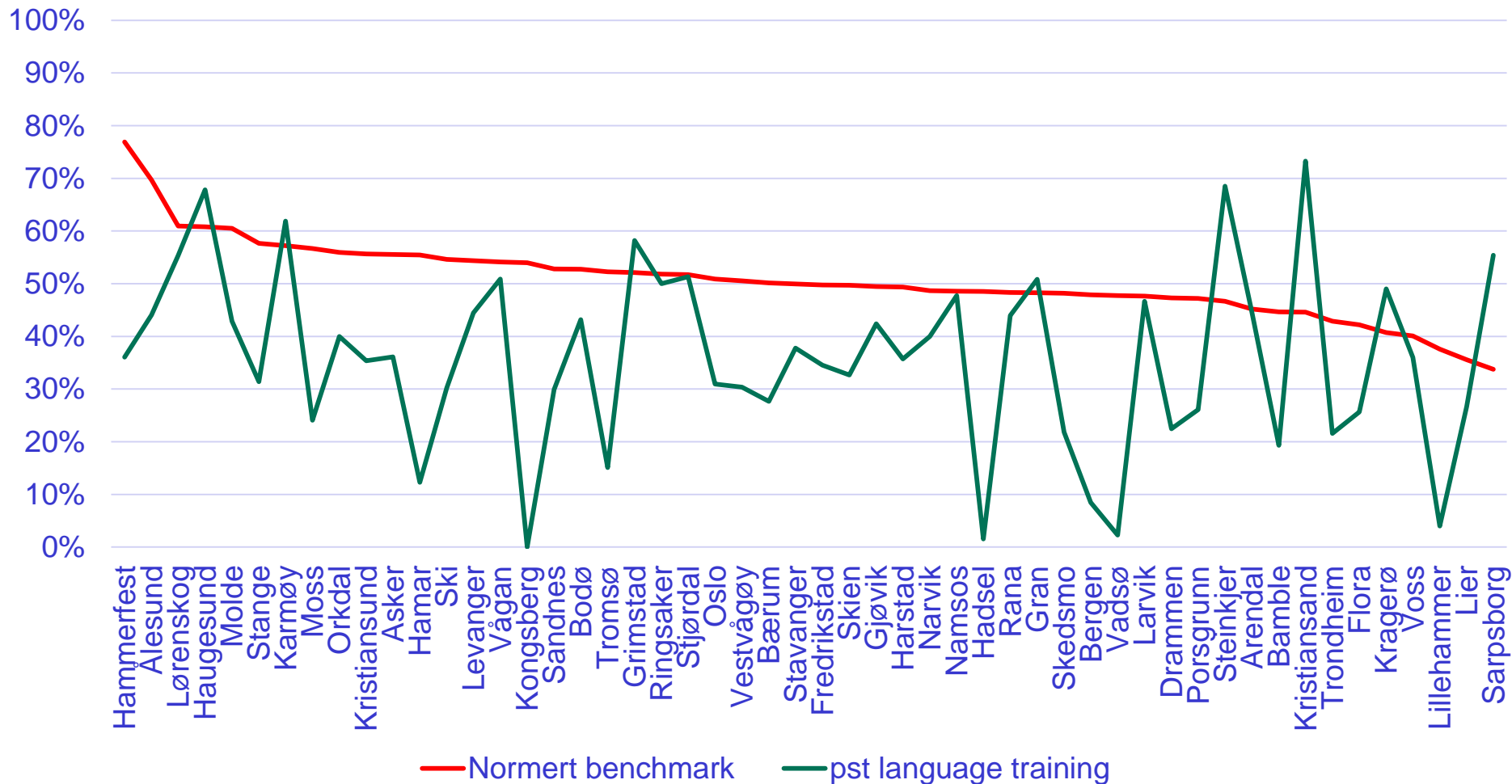
Benchmarked employment vs on-the-job training



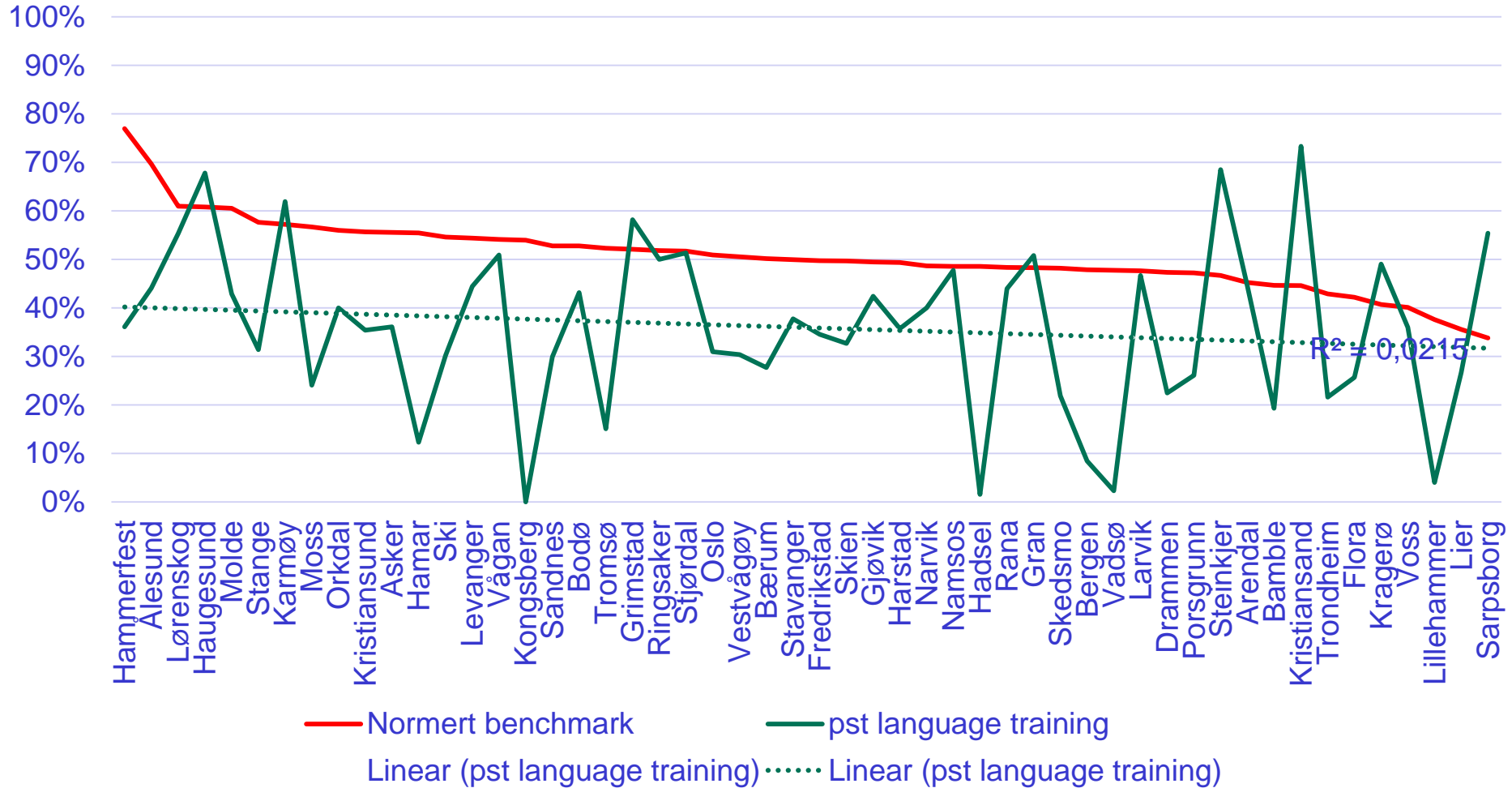
Employment vs on-the-job training



Employment vs language-training



Employment vs language-training



- Cooperative relationships with primary school, secondary school and civil society
- Differentiated teaching: fast track, web-based, combination tracks language training/topics in primary and secondary school
- Teachers who are trained in teaching Norwegian as second language

What works in Norwegian language training?

What works in NIP?

- Full day program
- User autonomy
- To pass a language test

- Small effects from on-the-job-training, some effects for women on track 2.

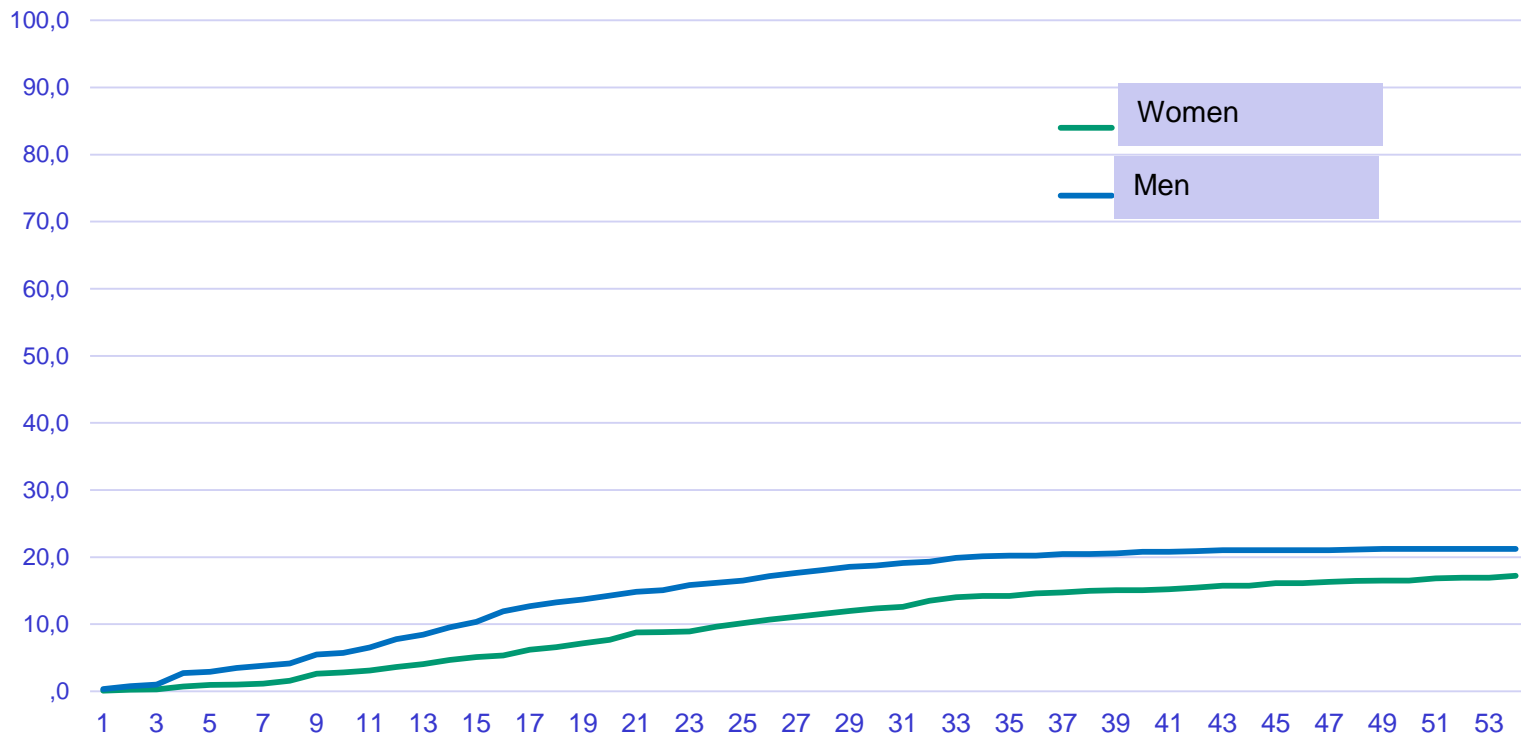
- Married man from Somalia, no children in is 30ies, track 2, passed language test 2S, primary school, started in the program in 2009, settled in a medium-rural municipality in Akershus with unemployment rate of 3% (2014), in a municipality where all the caseworkers prioritize user autonomy in cases of disagreement on program contents : 61 %
- Six children, one of them born after 2011: 26 %.
- Eritrea: 59 %, (even with six children).
- Woman: 30 %,
- None of the caseworkers prioritize user autonomy: 24 %.

Calculated probabilities of being in employment four years after enrolment in NIP

Why no documented effects of on-the-job training?

- Data problems (poor registration, low N)
- Different effects for different groups
- variable program quality
- Participants with high formal qualifications don't need on-the-job training in order to find work?
- On-the-job training fail to fill the gap between initial qualifications and labour market demands for those with low formal qualifications: few jobs available that they can qualify for through on-the-job-training
- Low language proficiency and slow progression among participants with low formal education makes it difficult to gain from on-the-job training

Track 1 participants who started Norwegian language training in 2011 who passed language test S2, by months after enrolment



More of the same – or something completely different?

- Higher quality on-the-job training
- Need to test new methods in language training!
- Better access to formal education adapted to language minorities

The Nordic context of refugee integration

- Compressed wage structure, regulated labour markets
- Generous and universal welfare benefits
- Limited informal sector

→ High demands on individual productivity and high thresholds for LM entry



Highest level of education, population 16 years and above. Norway 2014. Source: Statistics Norway

	No education	Primary school	Secondary school	University, short	University, long
Norway	0,0	27,3	41,3	22,7	8,7
Bosnia-Herzegovina	1,2	21,1	43,6	25,1	9,1
Somalia	12,5	63,8	15,4	6,8	1,5
Syria	1,4	45,3	25,1	20,0	8,1
Eritrea	3,5	62,1	22,7	9,3	2,4
Iraq	3,4	50,7	21,6	18,6	5,7

The nordic model labour and welfare model

